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ABSTRACT

The program for the semiannual Cooperative Program Seminar, held October 9-10, 1973, in Washington, D.C. is presented in this document. At this seminar plans were made to broaden the program focus from just consortium concerns to include the full range of interests in systems of interdependence in postsecondary education. These proceedings, to the extent that presentations were made available for publication, reflect this broader concern. The papers report on old and new problems of cooperation and coordination. They address critical issues such as: how to use resources more effectively; how to reach for benefits of campus-free, time-free learning; how to counterbalance centralization; and how to extend learning opportunities to new kinds of students. The contents include: Voluntary Action in Higher Education: A Spirit for '76, by David Mathews: An Idea Whose Time Has Come, by Lloyd H. Elliott; Autonomy: Myth and Reality, by Lloyd J. Averill; Fund Development for Joint Programs, by John Van Valkenburg; New College of The University of Alabama, by Neal R. Berte; Two-Year Colleges Reach Out, by Richard M. Witter; and Regionalization in Pennsylvania, by J.G.K. Miller. (Author/PG)

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TRENDS AND ISSUES IN COOPERATION

Consortium Seminar Proceedings
Fall 1973

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PREFACE

The program for the semi-annual Cooperative Programs Seminar, held October 9-10, 1973, in Washington, D. C., marked a significant change from the focus of the earlier seminars. For seven years now, semi-annual meetings—one preceding the national conference of AAHE in Chicago each spring, one preceding the annual meeting of the American Council on Education each fall—have been held for persons engaged in cooperative arrangements in higher education. Somewhat informal and without a great deal of publicity, these sessions provided the professional staff of formally organized consortia with an opportunity to share insights and experiences. From the outset, however, the participants included others such as representatives of informal cooperative groups, individual institutions, and occasionally statutory systems. Graduate students and persons engaged in teaching and research in higher education attended too.

Much credit goes to the Kansas City Regional Council for Higher Education for providing some staff time to plan and coordinate the seminar programs and for supporting related activities such as publication of the *Acquainter* newsletter.

With the continued growth of activities in the cooperative field, a challenge grant was received from the Danforth Foundation in 1972 to relocate the communication and coordination functions at AAHE as a Cooperative Program of the association. One of the conditions of the foundation grant was that the program, by design, would seek to serve all kinds of cooperative arrangements in higher education.

Adding impetus to the new thrust were the steady increase in the number and variety of interinstitutional arrangements, voluntary and statutory, and the federal Education Amendments of 1972 which expanded the concept of higher education to encompass all of post-secondary education. Thus, plans were made to broaden the program focus from just consortium concerns to include the full range of interests in systems of interdependence in postsecondary education. These proceedings, to the extent that presentations were made available for publication, reflect this broader concern. The papers report on old and new problems of cooperation and coordination. They address critical issues such as: how to use resources more effectively, how to reach for benefits of campus-free, time-free learn-

ing, how to counterbalance centralization, and how to extend learning opportunities to new kinds of students.

The registration of more than 120 participants, the largest number to ever attend the seminars, was one indication of endorsement for opening up the program. The AAHE Cooperative Program will continue to diversify its services and uncover new ways to accommodate an expanding universe of postsecondary education needs. These proceedings are offered as a part of these services.

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VOLUNTARY ACTION IN HIGHER EDUCATION: A SPIRIT FOR '76

by David Mathews

In describing the uniqueness of the "American Experiment" in 1835, a rather prophetic Frenchman, Alexis de Tocqueville, took special note of the Americans' genius for getting their work done through voluntary associations rather than through formal bureaucracies. In his travels through our nation, he shrewdly observed:

> A government might perform the part of some of the largest American companies . . . but what political power could ever carry on the vast multitude of lesser undertakings which the American citizens perform every day, without the assistance of the principle of association? It is easy to foresee that the time is drawing near when man will be less and less able to produce, of himself alone, the commonest necessaries of life. The task of the governing power will therefore perpetually increase, and its very efforts will extend it every day. The more it stands in the place of associations, the more will individuals, losing the notion of combining together, require its assistance . . . .
>
> Amongst the laws which rule human societies, there is one which seems to be more precise and clear than all others. If men are to remain civilized, or to become so, the art of associating together must grow and improve.

More to the point, what de Tocqueville had to say in 1835 is a message to American higher education just now.

As historians are prone to do, we try to understand the course of men's affairs by finding and referring to significant turning points. There are those of us who now believe we are at a great turning point in higher education, the crown of a vast watershed in the activities with which we are concerned daily. As with all turning points, this one comes quietly, without the explosiveness of student riots or the dire fanfare of the financial squeeze.

As might be expected, there is no one notion of what we are now facing although there is some agreement that we are at the end of an era. For President Harold Enarson of Ohio State University, it is the coming of the new masters in a managerial revolution. Enarson wrote in *The Chronicle of Higher Education* in June 1973:

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> There is a tempting heresy loose in the land. Very simply, it is the dangerous notion that state universities are simply another agency of state government, a unit to be policed, regulated, and whipped into a bureaucratic mold.
>
> In this view, the university is simply a production unit in the knowledge industry, a kind of specialized factory processing human beings for strictly utilitarian ends. Clark Kerr . . . declares that the state-supported university is rapidly becoming "a regulated public utility." . . .
>
> Make no mistake about it. In state after state, a managerial revolution is steadily underway. It threatens to convert relatively free-standing, self-directing institutions of higher learning into homogenized state systems. The old faiths—academic freedom, institutional initiative, institutional flexibility—are pushed aside. The new articles of faith are control, coordination, efficiency, and something called "accountability."

Whether the revolution is in managerial techniques and computer printouts is, I think, debatable. But there is not much doubt that higher education, at least for now and at least for most public institutions, is moving from an institutional experience to a bureaucratic service, to be regulated by the state in somewhat the same fashion as a public utility. What is being visited upon us seems similar to what has happened to small businesses and local governments and small towns in the last several decades. The process of being absorbed into an undifferentiated mass society is an experience not unfamiliar to the American people. And the undesirable effects of that process have led to renewed efforts to preserve the quality of life, the sense of community and individuality that gives special meaning to our existence as individuals and as members of distinctive institutions.

The quality of life for universities is in those intangibles that make alumni nostalgic at commencement and effervescent on football Saturdays. It is the quality that makes certain young people in your state want to go to your university and that makes them deeply proud of their experience in that particular institution when they are older. It is the quality that gives each of us memories of a special building or of special classmates or of a special professor. It is the quality that lets us know that we, as individuals, have been in contact with an institution that is as unique as each of us.

Last spring, the Editorial Projects for Education group prepared an incisive statement on this problem entitled "Can We Save the Individuality of our Colleges?" I sent this special report to each of our alumni and brought to their attention that very often people do not recognize some great issue when it is before them but only years later, when they can assess more clearly the period they have been through. Andrew Jackson, for example, probably had no idea

that he was living in what every historian now refers to glibly as "the Age of Jackson." Today the great issue of individuality is obscured by more obvious issues such as order on the campus, greater efficiency in the use of educational resources, and the perceived need to avoid the twin evils of proliferation and duplication. These issues are giving rise to the movement to treat higher education as a public utility.

The stated rationale for new bureaucratic and more centralized controls is what is termed excessive and uncontrolled growth and the enormous tax revenues consumed by higher education. It is worth noting that both unprecedented growth and rising expenditures were characteristic of the last decade. But back in the sixties, growth was called responsiveness to a heightened public demand for educational services, and new revenues were investments in "excellence." Today, those same developments are viewed as imperialistic expansion, wasteful proliferation, and heinous duplication. Regardless of where the fault lies, if there is indeed fault, it may be the remedies now advocated are conditions of the past decades rather than responses to what we can anticipate for the seventies.

Nonetheless, to bemoan the turn of events or to lash out against well established trends are exercises in morbid preoccupation that are both useless and eventually destructive. What we in higher education really need to promote in this country—assuming the five-cent cigar and other glories of the past are no longer possible—are positive counterbalances that preserve the integrity of universities, the potential for pluralistic answers to new challenges in higher education, and the values associated with a humanistic approach to higher education's development.

By far the most viable force that we have today with real potential to serve as a positive counterbalance is the consortium movement, which is really the adaptation of the American principle of voluntary association to higher education.

The advantages of consortia are significant. Consortia must be grounded in respect for institutional integrity. They grow best out of the internal interest of faculty, staff, and students. Rather than being associated with regulation and inhibition, consortia are concerned with growth and innovation. Rather than being bureaucratic in method with the computer as handmaiden, consortia are essentially humanistic in method with the conference as their mightiest weapon.

The movement to unite colleges and universities in common cause

to pursue ancient values and to reach new goals is of far more significance than an effort to improve one or two institutions in a consortium. "Consortionism" has a higher mission than to wrangle more federal money using the banner of togetherness. It is rather, in the circumstance in which we find ourselves, an opportunity to avoid the ancient excuse of being overwhelmed by circumstances. It can be the cause of pluralism and individuality and creativeness. And we need to see it as just that!

AN IDEA WHOSE TIME HAS COME

by Lloyd H. Elliott

A consortium of educational institutions usually has two objectives —to improve quality and to save money. The Consortium of Universities in Washington, of which George Washington University is a member, has achieved some measure of each of these objectives during its ten years of life. We have broadened and improved educational programs by making it easy for students to take courses at several institutions. We have saved money and improved services through common purchasing. We have vastly expanded and enriched our library resources by sharing books and periodicals and by extending library privileges to those beyond our own campus. We have consolidated a PhD program in German Language and Literature on one campus where it had previously been spread too thinly over three different campuses. We have also built a *bona fide* cooperative PhD program in mathematics by bringing together both graduate students and faculty from three campuses into one center. A number of other activities have been developed which show us that programs can be strengthened, new initiatives taken, and money saved.

We are now exploring some activities, however, that go beyond the kinds of things I have just mentioned. We know we must coordinate our community service programs, and we are agonizing over ways to do it. Because of our location, we think we should sponsor, promote, and perhaps conduct conferences or workshops that deal with national policy on educational matters. We think we might serve the educational community by maintaining a kind of watchdog function over developments in postsecondary education at the national level. We think we might be useful in other ways to the educational community—ways we are just beginning to explore.

Lest the picture sound too rosy, let me quickly suggest that we have our share of problems. In spite of ten years of effort, there are many students and at least some faculty members on all our campuses who still haven't heard of the consortium, or if they have, aren't admitting it. Most citizens of the greater Washington area aren't aware of the consortium either. I would guess that a majority

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of faculty members and administrators in our institutions still feel that if you want to reach academic leadership, the best means of transportation is a single institution.

But there are several conditions now that urge us toward the consortium concept in education. Let me review them.

First, a number of reports have called our attention to the fact that higher education now finds itself compelled to consider a "steady state." Enrollments are stabilizing and budgets are being tightened. Let me interject here that I find difficulty differentiating between private and public in many of these analyses. This is a condition which suggests further the timeliness of cooperation. A number of other factors stem from this steady state. Let me enumerate a few, simply as sub-items under our overall umbrella of stabilization:

- No longer may we expect from tax dollars, philanthropic sources, or academic ingenuity large increases of operating money or growth capital in the arena of higher education. As long as private institutions could project ten or fifteen percent increases annually in tuition income, annual fund raising, or capital gifts, there was little cause to look closely for activities, courses, or programs that might be cut back or eliminated. As long as public institutions could convince legislative bodies that there was an urgency to educate ten to fifteen percent more students each year, increases in capital and operating budgets were not difficult to obtain. But trends, even long-term ones, have a way of changing abruptly these days. Such has happened with enrollments in higher education in the United States.

- Administrators and faculty members, long ambitious to produce the biggest and the best—whether a cyclotron, a performing arts center, a library, or a football team—are suddenly faced with a new challenge. Our concern now is to keep our heads above water rather than to break the long-distance swimming record. It is a frustrating condition for those of us who have lived in academic affluence up to this point.

- Appendages to universities—I refer specifically to institutes, centers, and other farm club creations—are no longer sprouting on all corners of the campuses. Stabilization has brought peripheral and often esoteric activities to a halt. Stabilization has forced us to ask what additional overhead will be required, what kind of institutional matching funds must be found, and what kinds of long-

range commitments must be made to faculty who give their primary effort to such activities and who want all the benefits of tenure.

"Steady state" is really a misnomer; it is a very unsteady state and it is shaking all of higher education.

A second condition urging greater cooperation is that the student body of all colleges and universities—community colleges, four-year colleges, and both private and public universities—is changing. Some campuses now enroll a student body from 16 to 80 years of age; more will do so in the near future. To serve these students better, transfer of credit must be made much easier than has been the case among traditional institutions of higher learning. As colleges and universities respond to the educational needs of larger and larger segments of the population, and frankly this is one of our fundamental responsibilities, we must be willing to take into full account the needs, interests, and circumstances of the students and put those matters above the convenience of the institution.

The third condition that should encourage consortium-like activities is that we are in a period now where students are being required to pay a larger share of the cost of their education. As the competition for the tax dollar increases, as fund raising from private sources continues to stabilize, and as costs rise, higher education will become more and more expensive to the student. That which is free continues to be questioned in our society and its value eroded. We are shifting more costs to the student and the trend is now established whether we like it or not.

Who pays the cost is related to my fourth point, the question of who has access to higher education. It seems unlikely that equal access to higher education can be achieved when there is more burden on the student now, but access can be improved if grants and loans are equalized and students supported to the extent of their need through a combination of both public and private funds. Equal access has not been achieved in the past by the haphazard way in which individual institutions administer limited scholarship, grant, and loan funds. We all know of cases where one student is offered scholarships by several institutions and another student, who has similar financial needs but is slightly below the first in terms of academic promise, gets nothing. Student financial aid to date, both public and private, has made it possible for many deserving students to get a college education, but to the individual student, getting help is very much a matter of the luck of the draw, and many deserving young people find themselves out of luck.

Fifth, all institutions are constantly faced with pressures to initiate new programs. The institution a few blocks away or a few miles away may already have the very program another institution is either fighting to initiate or fighting to keep from creating. Without new funds, new academic efforts will require more cooperation through consortium-type arrangements than ever. This will be particularly true of universities considering new and different doctoral programs or non-degree general service programs.

Sixth, those things it would be nice to have must give way in a consortium arrangement to those things it is necessary to have. How large should the library be? What kinds of collections should be built and in support of what levels or parts of particular programs? We have found in the Consortium of Washington Area Universities that the library offers one of the most promising areas for controlling expenditures and at the same time improving library services. With or without automation, how many Libraries of Congress or Harvard Libraries are needed and how many can we pay for? This question has seldom been seriously considered.

The seventh condition is the continuing quest for a balanced academic program. Universities have been striving to achieve a balanced program, four-year colleges have followed, and two-year are starting to pick up the scent. For years we have discussed the necessity of assembling a critical mass—at least we have discussed this since atomic research during World War II gave us that particular term—but I still find little or no agreement on the university campus as to whether or not a PhD program in mathematics is necessary for the support of a medical center, or a masters' program in chemistry is necessary to the engineering school. To be more precise, how many PhD programs in how many social sciences are desirable, necessary, or convenient to the health of any single institution? I have observed on occasion that those who argue for new PhD programs in particular disciplines still insist on their own majors taking essentially all of their work in one department—their own!

Eighth, public higher education is in danger of becoming a single system of public service in each state. Individual campuses are now allowed to make fewer and fewer decisions. Statewide planning and statewide administration, which together require an increasing amount of statewide bureaucracy, suggest strongly that local or regional arrangements among institutions, both public and private, will save some elements of decision-making which would otherwise be lost.

Frankly, I fear two developments unless the consortium idea is implemented: the further weakening of private institutions, and the further expansion of bureaucracy in public higher education. Unless we demonstrate a capacity to cooperate, bureaucrats will take it upon themselves to show us how.

The last condition I want to cite as favorable to the growth of consortia is duplication. The public is becoming increasingly aware of the duplication in higher education. Taxpayers are also becoming aware that this duplication was created and is being continued at their expense. This comes under the general heading of the accountability of higher education to the general public, and as the public becomes increasingly sophisticated about this and other matters, we in higher education must demonstrate ever more clearly a willingness to check and reduce duplication.

The idea of cooperation among institutions of higher education has been around a long time. In theory, that idea has long been accepted. In practice, it has long been avoided. The question before us as we examine the idea of cooperation through a consortium of colleges and universities is the basic question, has its time come? There are some conditions that suggest that if the time isn't ripe, it is at least ripening. I have enumerated but a few of the factors that seem to me to be propelling this idea to the center of the stage. I think it will be in the forefront of our efforts for the next quarter century, and I suggest we get to work on its more complete implementation.

AUTONOMY: MYTH AND REALTY

by Lloyd J. Averill

"Autonomy" is to professional consortium directors what "apathy" is to the student editors of campus newspapers. That is, it is a pseudo-explanation which masks the real problem: things are not going well. "Autonomy" is a single-minded, not to say simple-minded, attempt to account for the fact that many a consortium appears to be little more than a clutch of separate institutions held together by a common lust after Title III funds. As an explanation, autonomy is singularly attractive because it places the blame for the failure of cooperative efforts on the consortium's member colleges and universities and not on the consortium director.

There are at least a couple of reasons why, it seems to me, "autonomy" simply misses the point in accounting for our failures. One is that, if institutional resources are only rarely shared with real effectiveness, it is due to the inadequacies of our own conceptual and organizational imaginations. Consortium directors are a new professional breed. What makes us different from our colleagues in higher education is our obligation to imagine arrangements for teaching and learning which interrelate institutions without diminishing their peculiar styles and strengths—to imagine how institutions can be marked both by complementarity and by diversity.

No one else within higher education bears the same degree of responsibility for this particular kind of imagination. Teachers and administrators on individual campuses are primarily responsible for imagining how more effective teaching and learning can occur given the resources of their own institutions. They view the world from the institutional center outward. We are obliged, if we are to justify our professional existence, to view the world from the intersections of institutions inward.

It is critically important to realize, when we relate to campus administrators and teachers, that their perspectives and questions are different from our own. We cannot expect, nor should we wait for, these people to do our work for us. If there is to be substantial interinstitutional cooperation, it will come from the strength of

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vision and the practical wisdom of professional consortium directors, whose peculiar task is to persuade individual institutions that co-operation is within their own quite proper self-interests.

There is a second reason why it seems to me that the charge against our members of a disproportionate concern for their own autonomy simply misses the point. Here I can only recount my own experience and invite you to confirm or deny my conclusions. I am now in my twenty-third year as a teacher and administrator in four different institutions and two agencies. For twenty of those years I was on the campus. In all fairness I cannot confess to having been a compulsive separatist in those years. My view of institutional autonomy now, as a director of a consortium, is not substantially different from what it was at Colgate Rochester, or Kalamazoo, or Ottawa, or Davis and Elkins. Nor can I recall much compulsive separatism in the great majority of my teaching and administrative colleagues; and I suspect that we were not untypical of the general run of the profession.

I can recall, however, that we were frequently distracted by the demands of our daily duties and that, as a consequence, we were often inattentive to some very good things available to us. We may not have attended the evening cultural events programs on the campus very often, not because we were basically peasants but because, in addition to our campus lives, we also had lives to live at home and because we tried occasionally to carry some responsibility for the general welfare of the community in which we lived. We did not always get to the annual meetings of professional and learned societies, not because we were disinterested in scholarship—some of us were writing books—but because professional and learned society meetings were often insufferably dull and precious and because it seemed to us a more responsible use of limited time to stay at home and tend to our teaching, administration and writing. And we sometimes failed to attend consortium meetings for precisely the same reasons.

I can recall that, as a campus administrator, my tendency was to avoid proliferation or complexity in organizational relationships and to reduce to a minimum any serious dependence on persons or arrangements beyond my immediate reach. I only tried to be responsive to obligations which were immediately at hand. I scarcely needed to have my life complicated by dependence upon factors more remote and therefore less manageable.

I remember working very hard to draw together some clear vision

of our educational mission on the campus, and testing each working part for its ability to contribute to, or detract from, the integrity of that vision.

And I remember how all of us, teachers and administrators alike, tried to cultivate our sometimes meager educational resources, and how it seemed to us that, at a time when we desperately needed to commend ourselves to as many constitutencies as possible, nothing we were or had was dispensable. This was not, I believe, evidence of miserliness or meanness in us, but an effort to be responsible where the education of students, the salaries of teachers and administrators, and the survival of valued space in the world of learning were at stake.

I recall too, from time to time, reflecting on the fact that some of my teaching and administrative colleagues were not terribly bright. Or to put the matter more charitably, as well as more carefully, they had a rather specialized intelligence which meant that they did not often come up with useful or imaginative ideas about educational matters beyond their own limited assignments.

I have recited this catalog of recollections, partly because I think they are true, but primarily because each of the characteristics I have described is easily mistaken for what it is not: a determination to go it alone. Distraction and inattentiveness, avoidance of complexity and reluctance to depend on remote arrangements, concern for institutional integrity, protection of scarce local resources, and unimaginativeness—all of these are formidable barriers for the consortium director when he meets them in institutional colleagues, intent as he must be upon the collective vision and concerned as he must be to draw his diverse constituency into it. But to conclude, as each of us is regularly tempted to do, that these things express a deliberate and incorrigible separatism is to miss the point.

And having missed the point, we miss as well an opportunity, through the resources of the consortium, to touch institutions at the points of their most critical need. Having misread the problem, we can hardly rise above a misconceived and misdirected solution. Consortia exist for the purpose of meeting the real needs of institutions; institutions do not exist for the purpose of solving the problems of consortium directors. And if institutions struggle with problems of distraction, organizational complexity, institutional integrity, the guarding of scarce resources, and unimaginativeness, then our job is to recognize these as genuine issues and contribute to their solution through cooperative means.

Institutional autonomy is, particularly in these days, an essential value which consortia ought to protect and perpetuate. Voluntary consortia must now become centers of open and unabashed advocacy for the autonomy of institutions of higher education. In my own view, there is no influence at work among us more likely to subvert the vitality and excellence in American higher education than the growing practice by state governments of creating official agencies for the compulsory coordination of all higher education within the state. More and more this authority is being sought over private as well as public colleges and universities. However well intentioned and however responsive it may be to the popular demand for accountability, such compulsory coordination is likely to have two bad results: uniformity and provincialism.

Let us admit at once that institutions supported from the public purse ought to be appropriately accountable for their stewardship of public funds; that, with scarce resources and increased demands, states have a proper concern for the most effective use of the public educational dollar; and that, as a matter of social policy, educational institutions ought to serve the health of the state rather than ignore or defy the public welfare. But the bureaucratic controls exercised by departments within the executive branch of state government which are given authority over colleges and universities, and the growing tendency of such departments to insist upon a single system of educational "rationalization," go well beyond the legitimate requirements of accountability and responsiveness.

That this is not merely an alarmist view is demonstrated by the fact that in one state at the present time every course instructor in public and private institutions alike is required to submit a prospectus for each course he proposes to teach, listing the behavioral objectives of the course (purposes such as "appreciation" or "understanding" are not acceptable in this system). The course may not be taught, except perhaps provisionally, until the state department has scrutinized the prospectus and approved it. I talked recently with a teacher in a denominational college in that state who was struggling with the behavioral objectives for his proposed course in theology and literature. This is control with a doctrinal vengeance, for it imposes not only a uniform expectation but does so within a rigid educational methodology and philosophical orthodoxy.

The executive director of the regulatory agency in one of the states served by my own consortium recently commented to me that almost all of the colleges and universities in that state are regularly

in violation of the law. For a decade the requirement has been on the books that any proposed changes in degree programs be submitted to the state commission for its recommendation. Currently efforts are under way to put teeth in the requirement. So while the commission affirms its "dedication to the maintenance of institutional autonomy within those areas which do not impinge upon or infringe the development of other institutions," it also declares its intention to serve "the interests of a comprehensive statewide system of higher education." Where autonomy and systematization come into conflict, there is little reason to doubt that the commission will assert the primacy of the system.

Allan Ostar, executive director of the American Association of State Colleges and Universities, has recently pointed to some of the clear and present dangers in centralized control by the political state:

- the risk of "politicizing colleges when we remove them from the trust of the public lay board and put them under the trust of the political state,"
- the lack of continuity when college control is "in the hands of the state government, which can change radically following an election,"
- a longer reaction time brought about by bureaucratic review and approval, slowing down the ability of colleges and universities to make timely response to needed change, and
- the tendency to replace post-audit with pre-audit, which is not accountability but control by the political state.

There is no philosophical, and certainly no educational, reason why a single system of "rationalization" is desirable within the state, and many reasons why it is to be positively deplored. Diversity in approaches to teaching and learning is the only way we can accommodate the richness of human predisposition and aspirations. There is no freedom when the choice is merely among mirror images. Diversity is our only effective hedge against placing all our bets on the wrong philosophical horse. At the present time there is no research evidence to show that one method of teaching and learning is inherently more likely to produce effective learning.

Competition among institutions has been a source of peculiar vitality in American higher education, providing a correction for smugness, a goal to overcome institutional inertia, and an incentive for self-criticism and innovation. But real competition requires some elements of comparability. A system in which no significant duplication exists is one in which the element of competition is reduced to a minimum.

If we agree that colleges and universities have an obligation to serve the public welfare in the places where they are set we must also insist that each of them ought, as a matter of obligation, to serve purposes and to participate in social goods which transcend those of individual states. To limit the purposes of institutions of higher learning to those which the state prescribes or permits is to impose a kind of localism which will debase learning. All institutions in a given area would thus come to be shaped by the largeness, or the smallness, of the educational understanding and vision of the political unit in which they were set. Under such circumstances, larger issues and broader purposes would be increasingly lost in the service of the parochial and regional. If, in a given place, there are no institutions which transcend the local there is danger that all institutions will become reproductions of the immediate culture in which they are set, embodying its limitations quite as much as its virtues. That this is a real danger is seen in the educational deprivation which often results from the state monopoly in public elementary and secondary education shaped wholly by local sanctions.

Such localism is irresponsible. No state system of higher education is, or can be, self-sufficient in what it teaches. If it is to serve the higher purposes of the state, it can do so only to the extent that it draws upon a larger world of learning for its resources. The community of higher learning is a universal community, and every college and university must be left free to live with the tension between universal demands and local obligations. If an institution is to draw upon the larger resource, as it must do to avoid becoming obsolete, it must also add to that resource, which it can do only when it is free to respond to purposes larger than the local. All of which is to say that colleges and universities can effectively serve the political units in which they are set only to the degree that they are permitted, and even encouraged, to work within an educational accountability that transcends the immediate interests of the state.

As evidence of their participation in that larger community, states should permit public as well as private institutions to enter into various systems of coordination and cooperation and should acknowledge officially the importance of larger commitments. State systems of "rationalization" should be sufficiently flexible to take account of voluntary regional coordination (as in my own consortium which joins 18 public and private institutions in three states) and of communities of interest which are as broad as the nation (as in the

Union of Independent Colleges of Art or in colleges which serve a national denominational constituency).

Efficiency is by no means the same as effectiveness, and economies in dollars can be scandalously expensive in values. Where single systems of "rationalization" are imposed for fiscal reasons, we must show that it is a false frugality, a price too high to pay for the inevitable loss of diversity, competition, and participation in the universal community of learning. Consortia, in particular, must overcome their customary distrust of autonomy and take the lead, instead, in insisting that only a responsible institutional independence can serve the legitimate interests of the state.

FUND DEVELOPMENT FOR JOINT PROGRAMS

by John Van Valkenburg

There are several priority steps which are important as a beginning point for institutional or cooperative fund development.

Step 1. A formal decision to seek funds ought to be made at the top administrative level of the cooperative arrangement. This formal action has a couple of important assumptions behind it.

First, someone's job description should include fund development. This means that if a new person is not hired, someone previously assigned to other work will be spending time on fund development. I caution against assigning fund development to a person who seems to have the time. It is too important to be left in the hands of someone who is not already a go-getter. Fund development personnel must be self-starters, time-budgeters, and priority-setters to get the job done.

Second, limits should be placed on where the cooperative arrangement may seek funds. There is nothing more discouraging for a cooperative task force or an executive director of a cooperative arrangement than to build a fundable project for several months only to have the most reasonable prospect declared off limits at the last minute by one member of the cooperative.

Step 2. The cooperative arrangement should appoint a small committee to review and survey the needs, capabilities, interests and funding priorities of the arrangement. This survey will give direction to early efforts. Many of these items fall into proper focus after a period of time. Rough project budget figures will also be helpful to the committee as priority projects are discussed.

Step 3. A second and on-going task which may be assigned to this committee, or a new one, is to develop a system for screening proposals. This important area of evaluation and encouragement should not be left to an executive director. Often, members of a cooperative arrangement submit projects which are self-serving or are unrelated to the cooperative arrangement. A committee should be available to make the distinction.

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Step 4. Preliminary goals for fund development and steps or techniques to arrive at these goals should be a part of the executive director's overall fund development effort. (Note: fund development requires travel and secretarial assistance; these items should be added to the budget in the beginning.)

Step 5. A common question is, How does one discover or uncover whom to call on and when? This question is easily answered in a cooperative arrangement where university development officers are playing an active role in the cooperative program's development; it is not so easy if the executive director is left to his or her own resources. I suggest two sub-steps:

First, the executive director should discuss with the administrative committee a system of channeling fund resources to his or her office. Administrators and faculty are in frequent contact with resources through conferences, mail, workshops, and professional publications.

Second, the cooperative arrangement should not hesitate to ask for outside assistance. There is a lot of free and valuable advice available if one asks. Sometimes all it costs is a long-distance telephone call.

Step 6. I would suggest the cooperative arrangement schedule a development workshop with broad participation. To be effective in fund development, the arrangement needs to develop a base of understanding, enthusiasm, and know-how to get the job done. A workshop stresses the importance of the effort and will identify many individuals who may be willing to give a good amount of time and talent to fund development.

In any cooperative arrangement there are always those who will say "I have done all of that" or "there is no use trying" or "I don't know a thing about it and I don't have time." It has been my experience in putting together a number of fund development workshops that there are some new, creative approaches to bring even these people along, utilizing their talents, tactfully involving them, and hopefully turning them on to cooperative fund development.

NEW COLLEGE OF THE UNIVERSITY OF ALABAMA

by Neal R. Berte

The New College has two purposes. First, it offers an opportunity for a highly individualized approach to undergraduate education which draws freely from the extensive and diverse scholarship of the entire university faculty. Second, it serves the university as an experimental unit with the expectation that program concepts, examination and measurement methods, teaching modes, use of time, facilities and personnel, and the like will provide an experimental base for modifications to undergraduate education.

Perhaps the most unique feature of the New College is the totality of the package that has been put together. This package includes: the admission of the highly motivated and not just the intellectually elite, a concept of advising that deals with the total development of the individual, the use of the educational contract, the problem-focused approach to general education through interdisciplinary seminars, the use of the depth-study program involving more independent study, the recommended out-of-class learning experience for credit, and individualized evaluation procedures.

Admissions

The New College is not an honor's college. Instead, the program is designed to accommodate a wide variety of individuals who differ in ability, age, race, sex, professional and vocational interests, and previous levels of academic achievement. The most important admissions factor is that a student manifest a significant degree of motivation and intellectual independence.

Contract Advising

Each student chooses a Contract-Advising Committee to assist in determining individual interests and choosing educational experiences most closely related to those interests. This committee is made up of a New College advisor, the student and a maximum of two other persons who may be members of the faculty, fellow students, or persons from outside the campus community. For example, a student with an interest in pre-med might have a biology professor, a local

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physician, a philosophy teacher, and an upper-level chemistry student on the committee.

This concept of advising includes a concern for the student's course performance and other measures of academic competence, but more importantly, there is a concern for the development of the individual's needs, desires, capacities, attitudes, interests, social influences and motivation.

Through the Contract-Advising Committee, the student develops a personal program of education, which can be modified as the student's interests develop. This program becomes a contract with the New College, and it includes the following features: interdisciplinary seminars, a number of electives, a depth-study program, and other experiences agreed upon by the Contract-Advising Committee. An off-campus learning experience for credit is highly recommended for each student.

New College students can enroll in courses throughout the university. In this way students are able to take advantage of educational experiences from among the 3,000 course offerings available at the university. The New College itself teaches only six problem-focused interdisciplinary seminars and provides opportunities for independent study and internship experiences.

Interdisciplinary Seminars

The interdisciplinary seminars are offered in the social sciences, the humanities, and the physical and biological sciences. These seminars, or equivalent educational experiences, are required of all students and run throughout the student's time at the university, providing about 20 percent of the total educational experience. They also afford a common intellectual experience to foster a sense of community in the New College. These interdisciplinary, problem-focused seminars are directly concerned with the great and urgent problems of the human condition, and are designed to help the student understand these problems and deal with them effectively.

A contemporary issue such as pollution or poverty may be selected as the problem to be examined for a period of time. An analysis of how the various disciplines—history, biology, economics, political science—impinge upon the particular problem under study provides the basis for class discussion, readings and projects.

Depth-Study

The concept of the Depth-Study Program corresponds to what is

generally considered a departmental "major." The Contract-Advising Committee helps the student design an appropriate depth-study program. The usual depth-study program will consist of from 8 to 12 courses. Each student will be expected to satisfactorily complete the courses designed for a particular depth-study program and agreed upon by the Contract-Advising Committee. In the event that a student wishes to put together a depth-study program which does not fall within a traditional academic discipline, members of the New College Review Committee will work out the curriculum with relevant faculty members or department chairmen. Nontraditional approaches to interdisciplinary degree programs are encouraged.

Out-of-Class Learning

Much human understanding comes from experience outside formal learning settings. New College encourages its students to pursue their academic interests outside the classroom through independent study and through out-of-class learning experiences for credit. In both cases the student must prepare a clear, concise statement including the course area, topic, or problem intended for study; reasons for doing the particular study; tentative plans for background reading, bibliography, and outline; plans to initiate the study; and anticipated outcomes of the study.

Independent study options are available in conjunction with either approach to depth-study as an additional means by which a student may extend the study of his or her particular interest. Prior to involvement in independent study, the student must enter into an agreement with a supervising faculty member to plan the proposed independent study. Evaluative criteria are established by the student and the instructor before the student receives a class card for independent study.

Off-campus learning experiences, usually of one semester's duration, are encouraged for all students in the New College. Generally, the off-campus learning experiences are representative of one of four broad categories: (1) cross-cultural (the student may spend a semester in a foreign country), (2) sub-cultural (the student may be primarily involved with a cultural group other than his own in this country), (3) formal employment (the student may work to test his vocational interests), and (4) independent study (the student may elect to work on a project away from campus primarily on his own).

Out-of-class learning experiences are also provided through three internship programs. These are in the areas of administration of

higher education, college teaching, and in local business, governmental and industrial agencies.

Evaluation

The evaluation procedures for New College are too extensive to list here, but a description of one facet of the evaluation program may be helpful.

Upon being accepted into the New College, all students take a standard test battery administered to all incoming students at the university and a special test battery developed in the New College. This initial testing serves as the baseline against which future testing will be compared so that standardized test data can be used to relate New College student development and changes in the general population. The instruments are readministered twice a year. This keeps the between-test time period small enough to allow evaluation of activities that might be contributing to the measured changes. The battery includes measures of academic readiness and change, vocational interest, personality and value changes as well as basic demographic data. Additional evaluation approaches include student life studies, input from consultants and unobtrusive measures of activities related to the New College.

TWO-YEAR COLLEGES REACH OUT

by Richard M. Witter

In August 1972, the Board of Directors of the American Association of Community and Junior Colleges requested that a planning group be appointed to examine various ways to strengthen the efforts which the independent two-year colleges were making on their own behalf and to enhance the relationship between them and the public community colleges. The association reaffirmed its positive stance regarding private higher education and expressed the need to extend the services of private, independent junior colleges to society. Following their deliberations the planning group recommended the establishment of an AACJC Task Force with a one-year charge including examination of a number of ways in which the private two-year colleges might be improved and strengthened. The special emphasis of the Task Force was interinstitutional cooperation involving both private and public colleges.

During 1972-73 the Task Force identified the extent to which private and public two-year colleges are ready and willing to work together to provide more effective and far-reaching educational services and opportunities by making their strengths, special resources and unique educational purposes available to cooperating networks of colleges. This emphasis on the "Cooperative Utilization of Private Institutional Resources" has led to the acronym of CUPIR for the Task Force.

Under the direction of the CUPIR Task Force a "Survey of Involvement in and Readiness for Interinstitutional Cooperation" was sent in the spring of 1973 to all private two-year colleges holding membership in AACJC, and to 37 state directors of community colleges for their response concerning the public two-year colleges within their jurisdiction. Survey forms were returned by 56 private colleges and by 22 state directors.

Respondents for both private and public colleges were asked to indicate: (1) current programs of interinstitutional cooperation in several major categories; (2) postsecondary, secondary or community educational resources participating in the cooperative arrangements;

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(3) strengths and unique elements brought to each program by the participating institutions; (4) advantages and disadvantages accruing to the colleges; and (5) extent of the colleges' involvement in the cooperative project. Similar questions were asked concerning future possibilities for interinstitutional cooperation.

Statistical and content analysis of the returns has been completed. A definitive narrative and interpretive report is being prepared. The survey results do show a definite involvement in and potential for increased interinstitutional cooperation as a way of expanding the services of the community and junior colleges to society and as a way, especially, of aiding the private colleges to more fully utilize their resources.

The 56 private colleges that responded reported just over 200 instances of interinstitutional cooperation. There were over 60 bilateral arrangements with private colleges and universities and 50 bilateral cooperations with public colleges or universities. In addition, 11 colleges indicated cooperative arrangements with 57 hospitals or health agencies, ten with private business concerns, nine with individual public schools or public school systems, four with church agencies, three with general community organizations, three with higher education organizations, two with art agencies, and one with a Jewish Community Center. There were about 40 multiple-institution consortia, some with as few as three to six institutions and others with as many as 17, 18, 19, and 26 institutions. Ten of the colleges indicated involvement in consortia funded with Title III Developing Institutions money.

While the greatest amount of cooperation is with other institutions of postsecondary education, this survey tells us clearly that the private and public community and junior colleges are reaching out to other organizations in the community for cooperative efforts. A few examples of community and junior college cooperation follow.

Donnelly College (Kansas) is a member of the 18-campus Kansas City Regional Council for Higher Education, probably one of the more famous and successful of the major consortia. Central YMCA Community College in Chicago has cooperative arrangements with 34 hospitals for the use of facilities and staff for allied health training programs. Bennett College (New York) is a member of the Associated Colleges of the Mid-Hudson area. Wesley College is a member of the Delaware Rapid Interlibrary Loan Project aimed at improving library service throughout the state. Kendall College (Illinois) students can register for academic credit for courses at

the Evanston Art Center. Alice Lloyd College (Kentucky) is a member of ALCOR (Appalachian Leaders in Community Out-Reach)—three private colleges and two public community colleges. Hesston College (Kansas) uses a local corporation WATTS line for student and faculty recruitment and the facilities and staff of a local computer service company to provide students with learning opportunities in the computer sciences. St. Catharine College (Kentucky), in cooperation with six local public high schools, conducts a reading program for seniors (part of a Right to Read Program) for two days a week to improve reading comprehension, speed, vocabulary and listening skills. Green Mountain College (Vermont) cooperates with the University of Vermont in a joint Vermont Overseas Program. Selected students from Green Mountain spend the junior year abroad and then return to the university for their senior year. A special oral history project of the Appalachian region involves the cooperation of Lees Junior College, Alice Lloyd College, Emory and Henry College, and Appalachian State University. Mount Aloysius Junior College cooperates with Indiana University of Pennsylvania in an associate degree program in criminology. Concordia Lutheran Junior College in Ann Arbor, Michigan, has a number of cooperative efforts with nearby Washtenaw Community College.

The 22 states responding for public community colleges presented a total of over 300 programs of interinstitutional cooperation. By far the greatest number were categorized as "general academic programs." Staff development and admissions and enrollment projects ranked second and third in total number of cooperative programs involving the public institutions. Geographically, the southeast-gulf coast region and the northern plains region showed notable concentrations of cooperative endeavors, perhaps related to the sparsity of population and higher education institutions. The private colleges responding were located in 24 states and France.

Nationwide, the state directors of two-year public colleges reported the greatest number of cooperative ventures occurred between public two-year and four-year institutions. There were only three major interstate consortia: the Gulf Regional Interstate Collegiate Consortium composed of institutions in three states, the Southeast Consortium involving colleges in eight states, and the College Student Exchange Program of institutions in four northwestern states. Other major community college consortia include the Group Ten Community Colleges for the Seventies, the League for Innovation, and the New England Consortium of Community Junior Colleges and

Technical Institutes. For the private colleges, there were no ascertainable interstate patterns or associations but there were a number of statewide-regional efforts. For the public community colleges, libraries and hospitals were the most often identified community resources being used in cooperative programs. Three interinstitutional programs involved proprietary schools.

Much more information will appear in the full report of the survey. However, even at this stage it is patently clear that the independent junior colleges and the public community colleges are reaching out to neighboring higher education institutions and to other community organizations and agencies of all kinds to build cooperative efforts and special programs.

REGIONALIZATION IN PENNSYLVANIA

by J. G. K. Miller

The Master Plan for Higher Education in Pennsylvania, published in 1971, mandated a statewide system composed of five segments: 14 state-owned institutions, 3 state-related Commonwealth universities, 14 community colleges, 120 independent institutions and 25 associate degree-granting proprietary schools. This grouping by segments was reflected in the organization of the Pennsylvania Department of Education and seemed appropriate when major items of statewide concern were being considered. The grouping was matched by statewide voluntary educational associations of the presidents of the institutions comprising each of the segments.

In 1972 the legislature gave the State Board and Secretary of Education the power to approve establishment of new branch campuses, to approve changing two-year institutions to four-year status, and to approve any new graduate program. The same legislation empowered the State Board to require long range master plans from all institutions. Since these matters were not all of statewide concern, the Department of Education took the initiative to establish a system of ten geographical regions to promote planning and coordination among the institutions of all segments inside specified boundaries. It was expected that cooperation among institutions, building on existing consortia and other interinstitutional arrangements, could result in more efficient utilization of resources (libraries, computers, and facilities) as well as produce advice concerning the coordination of planning within the region. The ultimate goal was to expand educational opportunities for students while preserving diversity among institutions and program offerings.

The Department of Education began by calling meetings in Harrisburg of representatives of the segments of the system to explain the general thrust and intention of the proposed regionalization. One argument used was that other states were adopting a regional approach and that federal agencies concerned with health, welfare and law enforcement were also moving toward the regional approach. Next, they prepared a massive 331-page *Survey of Educational Pro-*

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grams in Pennsylvania which listed, according to HEGIS taxonomy, the degree programs of 121 colleges and universities, 57 two-year colleges and branch campuses, and 31 proprietary institutions. These degree program listings were cross-indexed to reveal the number within each proposed geographical region.

The tabulation or data base showed, for example, that there were seventeen four-year programs for a degree in Spanish in southwest Pennsylvania and that there were five doctor of medicine programs in the Delaware Valley Region. The accompanying rhetoric said: "The Office of Higher Education, Bureau of Planning, understands the prevalence of duplication in academic programs and the complexity of program analysis." This was attention-getting but not very well received. Considerable education of the Department was necessary regarding the uniqueness of some offerings and the necessity of coordinating some programs at a statewide or interstate level. Eventually, when a better understanding emerged, the term "unnecessary duplication" found its way into the lexicon. While it was more descriptive of what the department was trying to eliminate, no one provided an adequate definition and so the term still rankled educators and administrators who felt unjustly accused and convicted en masse.

However, the institutions did respond to the state initiatives on a voluntary basis. In its January 1973 meeting the State Board of Education endorsed and adopted the principle of regionalization. There were some problems, however. The geographical boundaries established for regional planning had no particular tradition behind them and this led to some institutions joining others in a slightly different configuration than expected. It also led to a situation where some sparsely populated regions combined themselves by agreement. The question of boundaries became even more confused when it was discovered that the State Library was organizing its resources and those of the academic libraries on a different basis. In addition, the Governor's Planning Commission was attempting to specify uniform planning regions for the Commonwealth by an executive directive. The confusion is still unresolved although it has been narrowed.

During the 1972-73 academic year at least two meetings were conducted in each of the regions and dialogues were established. Generally, these were workshop sessions to identify common problems and organizational sessions on the specific planning council structure which might be set up. Members of the State Board were influential speakers and the Department of Education spokesman was articulate,

tactful and persuasive. The Department produced another book entitled *A Design for Regionalization in Higher Education* in time for the second round of meetings in most regions. The book set forth more clearly the objectives of interinstitutional cooperation and planning. It also explored the possibility of local initiative in establishing the planning councils and considered a broad base of support that would include faculty, students, representatives from industry and Chambers of Commerce. Also, it was expected that tools developed by the Western Interstate Commission on Higher Education and the National Center for Higher Education Management Systems, together with other data, would be used to develop regional master plans.

Several existing consortia assisted in the organizing effort. The Pittsburgh Council on Higher Education convened and chaired the meeting in southwest Pennsylvania. Arden Smith from the Central Pennsylvania Consortium and Mahlon Hellerich from the Lehigh Valley Association conducted separate meetings in the Capitol Region. These and other meetings used the work of different consortia as models of what could be achieved for all cooperating institutions by "regionalizing." One example of a consortium's participation in state planning is the advice the Lehigh Valley Association gave to the State Board on setting up a new branch of Pennsylvania State University. It indicated that the recommendations of neighboring educational institutions can carry great weight and override certain political pressures in Harrisburg.

Now we come to the carrot and the stick part of the effort. The stick began to be felt first. It had two prongs. The state had long been involved in approving specific education programs leading to teacher certification. There began to appear in this approval process the question from Harrisburg: "Why don't you set up the new program jointly with your neighbor?" Or another question: "What does your region say about your program proposal?" Some approvals of proposals were withheld and some delayed.

The stick also was felt when in May 1973 the State Board of Education declared a moratorium on the establishment of new branch campuses, the transformation of two-year schools to four-year, and the establishment of new professional schools. This moratorium applied to state-owned, state-related and state-aided colleges and universities, and to the community college system.

In implementing this moratorium, the Secretary of Education asked the Attorney General for a legal ruling on what constituted

a branch campus. The definition adopted indicated that a branch was anything not located at the principal address of the college. This interpretation had a major impact on continuing education and outreach programs since the moratorium was extended to all off-campus centers—extension centers as well as branches. I should add that the moratorium covered credit and non-credit offerings at these places (which in our area means high schools, synagogues, industrial plants and other meeting places). The Secretary of Education has the power to make exceptions to the moratorium and he has approved some exceptions that relate to one- and two-day seminars conducted by a community college at off-campus locations.

This is a very tight lid on expansion and it is still in effect. It is speculative of me to offer the next thought, but it is probable that the lifting of the moratorium will be in some measure related to the establishment of regionalized groups that can give advice on new branch campuses and the like in their regional area.

Now the carrot which emerged only a short time ago. At all of the meetings where regionalization was discussed it was concluded that some staff would be required if the region were to be effective. The existing consortia had their staffs fully committed and there was resistance to the idea that the State Department might send some employees out to the regions. The institutions in the regions were understandably reluctant to approach foundations and corporations for support of a quasi-government function and already had high-priority proposals to attract funds to their own purposes.

The carrot turned out to be the announcement that the State Department of Education, by rebudgeting, had found funds which, if matched, could support a central staff for three of the regions. This fact may add to the perceived self-interest in going ahead and organizing regional councils.

I think this signal about available money may restore some new interest and new life to a project that has lain more or less dormant since May 1973. The normal summer doldrums had been heavy and we had heard nothing from Harrisburg concerning the leadership of this project. The articulate champion had left the scene and a reorganization had shifted the responsibility from one bureau to another.

Now perhaps, with both carrot and stick exposed, we will again see more movement and in a desirable direction. First comes organization, then advising, then some cooperative operations, and finally, perhaps, planning on a regional basis.

From a field man and a sometime participant's point of view, that

ends the saga of Pennsylvania's experience in regionalism to date. Much has been done, some of which will endure I hope. Very much more remains to be done. Perhaps consortia will have a part in it. I think they will.

AAHE COOPERATIVE PROGRAM PUBLICATIONS

Acquainter—*A newsletter published ten times a year. Reports on consortium developments, new cooperatives, legislation, funding, research, and meetings. Members $6, others $10.*

Consortium Directory—*Annual listing of names, addresses, phone numbers, and administrative officers of some 80 consortia, along with program descriptions. Members $2, others $3.*

Fall Consortium Seminar Proceedings—*Major speeches and small group reports from the fall seminar. Members $2, others $3.*

Spring Consortium Proceedings—*Speeches and small group reports from the spring seminar. Members $2, others $3.*

Guide to Interinstitutional Arrangements: Voluntary and Statutory—*Reference information on all types of cooperative arrangements: single-purpose, bilaterals, etc. Members $3, others $5.*

A subscription to the entire package of publications listed above costs $12 for members, $21 for others. To order the package or individual copies of any of the publications, write to Publications Department, American Association for Higher Education, One Dupont Circle, Suite 780, Washington, D.C. 20036. Payment must accompany all orders under $15.